DOCUMENT RESUME

ED 085 424 UD 012 018

TITLE	Title I ESEA Selecting Target Areas: Handbook for Local Title I Officials.
INSTITUTION	Office of Education (DHEW), Washington, D.C.
REPORT NO	DHEW(OE)-72-138
PUB DATE	71
NOTE	43p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Administrator Guides; Census Figures; *City Officials; Compensatory Education Programs; Educational Administration; Federal Aid; Federal Programs; Financial Support; Guidelines; Low Income; *Program Proposals; *Project Applications; Site Selection
IDENTIFIERS	*Elementary Secondary Education Act Title I; ESEA Title I Programs

ABSTRACT

This handbook is designed to help school officials interpret the Title I, 1965 Elementary Secondary Education Act regulations affecting the selection of target areas and to apply them in a manner most appropriate to their particular circumstances. It should help officials designate eligible attendance areas and select project areas, using the best available data. The handbook can serve both as a reference guide and as a step-by-step guide to selecting target areas. For the 1971-72 school year, the handbook should be particularly helpful in refining the use of data sources used in previous years. The section that tells how to translate data to attendance areas and then how to compare attendance areas is especially useful. For the 1972-73 school year, the handbook will serve the additional function of explaining the geography and use of the 1970 census data. For the purposes of this handbook, an eligible attendance area is defined as an attendance area which meets the legal requirements of having a high concentration of children from low income families. A project area is an eligible attendance area that has been chosen by the local educational agency to be a participating area for the Title I program. Target area is a term frequently used to refer collectively to eligible attendance areas and project areas. (Author/JM)

ED 085424

DHEW Publication No. (OE) 72-138

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TITLE I ESEA

SELECTING TARGET AREAS

Handbook for Local Title I Officials

UD 012 018

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Elliot L. Richardson, Secretary

Office of Education
S. P. Marland, Jr., Commissioner

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PREFACE

Since 1965, local education agencies (LEA's) have selected school attendance areas in their districts to receive services under title I of the Elementary and Secondary Education Act. Methods used in past years varied from sophisticated computer analysis of census to intuitive decisions.

As title I progressed, regulations were rewritten and enforcement procedures adopted at both the Federal and State levels to ensure that the money helped only those children for whom it was authorized by Congress. To some LEA's these regulations were added complications; to others, they were welcome guidelines. In either case, LEA's have a responsibility to comply with such regulations.

This handbook is designed to help school officials interpret the title I regulations affecting selection of target areas and to apply them in a manner most appropriate to their particular circumstances. It should help officials designate eligible attendance areas and select project areas, using the best available data.

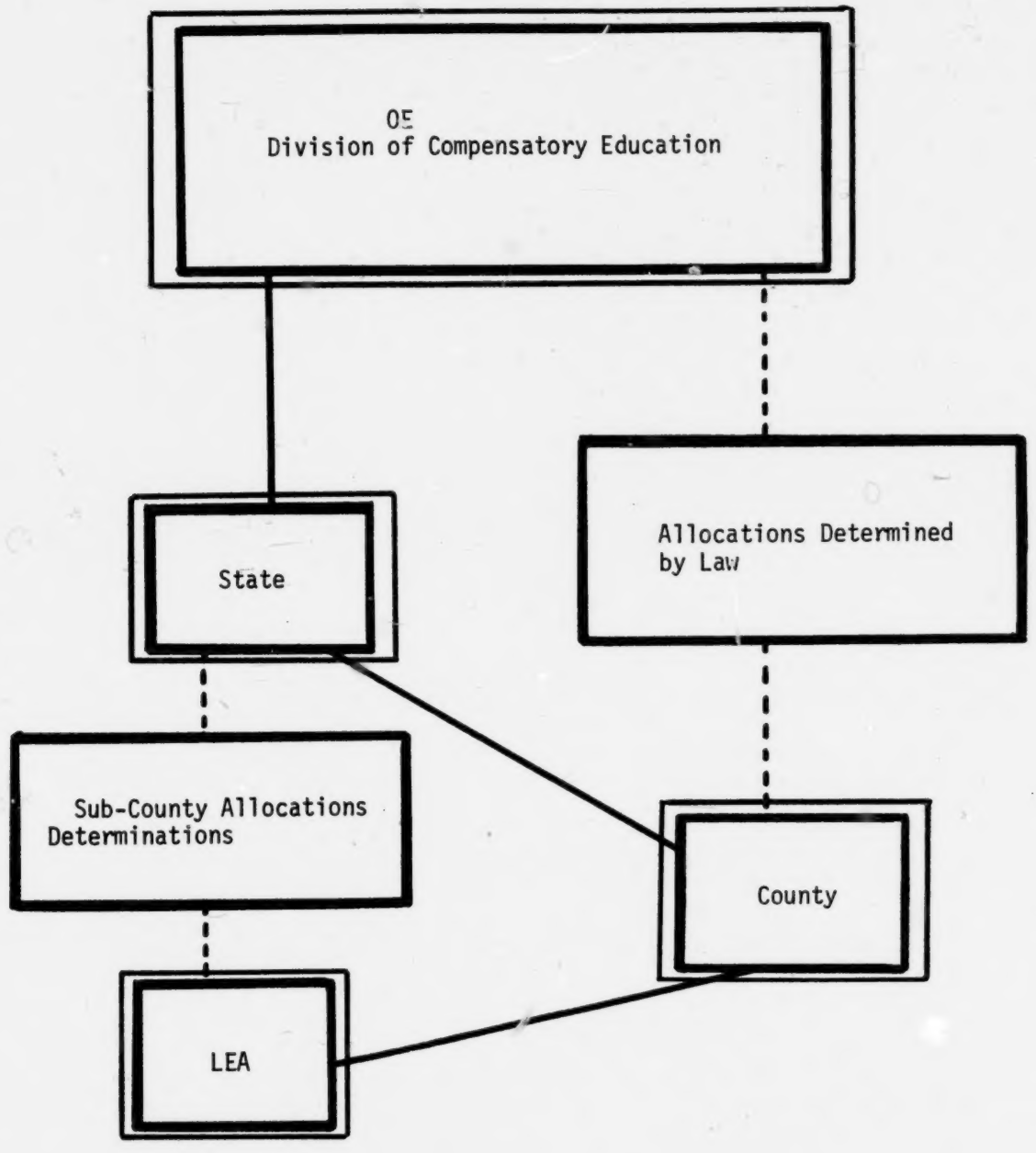
The handbook can serve both as a reference guide and as a step-by-step guide to selecting target areas. For the 1971-72 school year, the handbook should be particularly helpful in refining the use of data sources used in previous years. The section that tells how to translate data to attendance areas and then how to compare attendance areas is especially useful. For the 1972-73 school year, the handbook will serve the additional function of explaining the geography and use of the 1970 census data.

For the purposes of this handbook, an eligible attendance area is defined as an attendance area which meets the legal requirements of having a high concentration of children from low income families. Children living in an eligible attendance area may receive services under title I.

A project area is an eligible attendance area that has been chosen by the LEA to be a participating area for the title I program. Thus, only children living in project areas receive services under title I.

Target area is a term frequently used to refer collectively to eligible attendance areas and project areas.

TITLE I DOLLARS



GUIDELINES FOR THE SELECTION, COLLECTION, AND TRANSFORMATION OF THE DATA USED IN SELECTING TARGET AREAS

Determining the eligible attendance areas for title I services involves eight steps:

1. Selection of sources of data for determining concentrations of children from low-income families

2. Collection of the necessary data from the sources chosen

3. Transformation of the data to correspond with the school attendance areas

4. Determination of weighting factors among the data sources (if multiple sources are used)

5. Combination of the data on children from low-income families (using the weighting factors if necessary) and determination of both the number of children from low-income families and the percentage of such children residing in each attendance area

6. Ranking attendance areas both by percentages and by numbers of children from low-income families

7. Determination (for the district as a whole) of the average number of children from low-income families and the average percentage of children from such families

8. Determination of the eligible attendance areas from among those that have either percentages or numbers of children from low-income families greater than the district average

A ninth step, selection of project areas, involves needs analysis and is mentioned in this handbook only to help interpret relevant regulations.

This chapter discusses the first three steps in the selection process. There are a number of alternative data sources; major ones include data from the census and Aid to Families with Dependent Children (AFDC). Secondary sources include health, housing, free lunch, employment statistics, and a local survey.

Each LEA must choose a single data source or a combination of data sources as its target area selection criterion. The census data **are the best** source and, in using other sources, their deficiencies should be noted and complementary sources used if needed. Each LEA must choose its data sources according to its own circumstances, being sure, however, that the selection criteria is consistent for the entire district.

THE SELECTION PROCESS

(within the LEA)

1 Determine Eligible Attendance Areas (By Higher Than Average Concentration of Children from Low Income Families)

2 By Needs Assessment

Select Project Areas (Without Skipping Any Schools) in Arrangement by Concentration of Children in Low Income Families

Design Project

Select Participating Children

(all three performed simultaneously)

3 Apply to State for Approval

Census Data

The Census of Population and Housing is the most complete demographic data source available on a national basis. In addition to counts of people, it includes data on ethnic groups, income levels, employment, quality of housing, numbers of children, and even a special calculation of poverty based on both family size and income.

There are four basic steps for using census data in the selection of target areas:

1. Decide which data elements should be used.

2. Understand the geography of the census, especially of your district.

3. Obtain the data for your district.

4. Convert the data from census geography to attendance area geography.

Some of the most useful census data elements related to income levels include: (a) the number of families with income below $2,000, $3,000, or $4,000; and (b) the number of families below the poverty line determined by the Social Security Administration (a variable income level depending on both income and number of children in the family). To calculate the number of children from low income families using these data elements, multiply the total number of children in the geographic area by the percentage of low-income families.

The census data are released in phases. The first release, in early 1971, included detailed data only for population counts and housing conditions. With this "first count" data, a school official can determine numbers of children, ethnic background, family status, and housing conditions, but not income levels or employment. All the data available in the first counts are from 100 percent samples.

A later phase of census data, called "fourth count," includes counts of data items for which 5 percent and 15 percent samples were used. The fourth count includes income data, employment data, more detailed ethnic data, and mobility data. The fourth count data will become available, by State, during the fall of 1971. The income portion of this fourth count data is the key data source for selecting target areas. Consequently, the procedures described below for handling census data are of particular significance for FY 73.

The housing data, already available in the census first count, can be used in two ways: (a) as a good correlation for income data in place of less effective data sources; and (b) as an introduction to census use.

The second and third counts of data are not of significant usefulness to the selection process to be discussed here. Each count of the census is released over a period of months, the least populous States being released first.

The majority of the useful census data will come from computer tapes made available through summary tape processing centers recognized by the Census Bureau. The Census Bureau does publish reports, but they are generally not detailed enough for target area selection. If an LEA uses nonpublished (computer tape) census data, it is advisable to order through the State title I Coordinator who can develop a larger order and thus lower the cost. A list of summary tape processing centers for your area can be obtained by writing to the Director, Bureau of the Census, Washington, D.C. 20233.

The Census Bureau divides the country into geographic areas,* called enumeration districts, for the purpose of counting people. There are approximately 280,000 enumeration districts (ed's) in the United States, with an average population of approximately 750. For non-metropolitan areas, the ed's will be the geographic division used for obtaining census tabulations. In many cases, ed's have the same boundaries as townships and will therefore coincide with attendance areas in non-metropolitan parts of the country.

The Census Bureau defines 247 Standard Metropolitan Statistical Areas (SMSA's). Within these areas and approximately 90 other heavily populated areas, the important geographic divisions are the census tract and census block. (The ed's are not normally used for tabulation, even though they are defined in metropolitan areas.) A census tract is an arbitrary geographic unit in which an average of 4,000 people live. The census block, on the other hand, is generally a normal city block. Whether a district has had census blocks defined for it depends on its classification as an SMSA. The SMSA's are listed in Appendix B.

Census data may be used to determine the number and percentage of children from low income families by attendance area. To do this, a district can use the Census Tract Estimation Method.**

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*For more information on the geography of census data, refer to "Data Access Description 12," dated December 1969, available free from the Bureau of the Census, Washington, D.C. 20233.

**Another method, The Special Census Tabulation Method, requires the Census Bureau to take action to provide data by attendance area. If such an agreement is reached, a school district could list the census blocks within each attendance area (using the metropolitan maps). The data would be submitted to the State Department of Education for forwarding to the Census Bureau which would summarize income data by attendance areas.

The Census Tract Estimation Method* requires metropolitan census tract data and metropolitan maps which can be obtained from the Census Bureau. The method involves four steps (see example in table 1 on page 6).

1. Outline the attendance areas over the census tracts on the metropolitan maps.

2. Estimate the number of children from low income families in each census tract. This calculation consists of multiplying the total number of children in the tract by the percentage of low income families (both available from the Census Bureau).

3. Estimate the percentage of the area of each census tract lying in the attendance area. This can be accomplished by counting blocks or visibly estimating areas.

4. Estimate the total number of children and the number of children from low income families in each attendance area. The calculation involves accumulating data established above in the following manner:

   a. Multiply counts of children in each tract by the percentage of the area that lies within the attendance areas.

   b. Accumulate the above results for all the census tracts with any part lying in an attendance area.

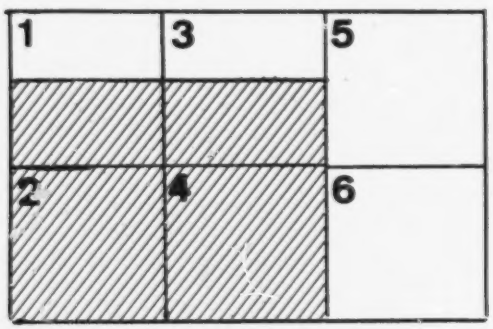
In nonmetropolitan areas, where no census tracts are defined, the LEA's are usually limited to using census data based on geographic areas called "minor civil divisions" and "places," which usually correspond with townships and towns respectively. If attendance areas correspond with townships and/or towns, then school officials will be able to use the census data (as published) directly in choosing target areas.

*This method assumes a uniform distribution of children from low income families across the census tract. In some instances, this assumption will not be valid. Where it is not valid, this method should be used in conjunction with other methods. A school official can determine the validity of the assumption by comparing census data to his own knowledge of the area.

Table 1

Example of the Census Tract Estimation Method for a Single Attendance Area. Suppose an attendance area covers the geography shown in the diagram below. Then the following tabulations will give you the numbers and percentage of children from low income families in that attendance area.

Census Tract	Total # Children	% Low income Families	# Children from Low income Families	% Trace in Attendance Area	# Children from Low income Families in Attendance Area	Total # of Children in Attendance Area	% of Children from Low income Families in Attendance Area
	a (Census)	b (Census)	c (a X b)	d	e (c X d)	f (a X d)	g
1	100	10%	10	50%	5	50	83/300 = 27.7%*
2	120	30%	36	100%	36	120	
3	100	20%	20	50%	10	50	
4	80	40%	32	100%	32	80	
5	40	30%	12	0%	0	0	
6	40	40%	16	0%	0	0	
					Total 83	Total 300	



* [Note: The 300 children and the 27.7% are those figures which will be used in determining eligibility and provision of services.]

AFDC Data

AFDC data have often been used for selecting target areas. Income levels and numbers of children are the prerequisite data for determining which families receive aid under AFDC, and these are exactly the data needed to determine target attendance areas. However, in some cases, ethnic groups with low-income members prefer not to be served by the AFDC program, even though they may be eligible. Children from low-income areas with high concentrations of such non-AFDC families might be left out of a title I program if AFDC data were used alone. For this reason, use of multiple data sources may be necessary to be certain that substantial numbers of children from low income families are not overlooked.

To use AFDC data, it is necessary to reconstruct the data (available from the welfare agency) by school attendance areas. This is most easily done by requesting the local AFDC agency to get counts of children from AFDC families by school attendance areas. In nonmetropolitan areas, local knowledge will often be sufficient to locate children by attendance areas. In metropolitan areas, however, one of two methods must be used:

1. If the AFDC office has compiled statistics by census tract, use these data, together with census maps, to estimate the number of AFDC children in each attendance area. (The exact method to be used is the same as the Census Tract Estimation Method in the preceding section.)

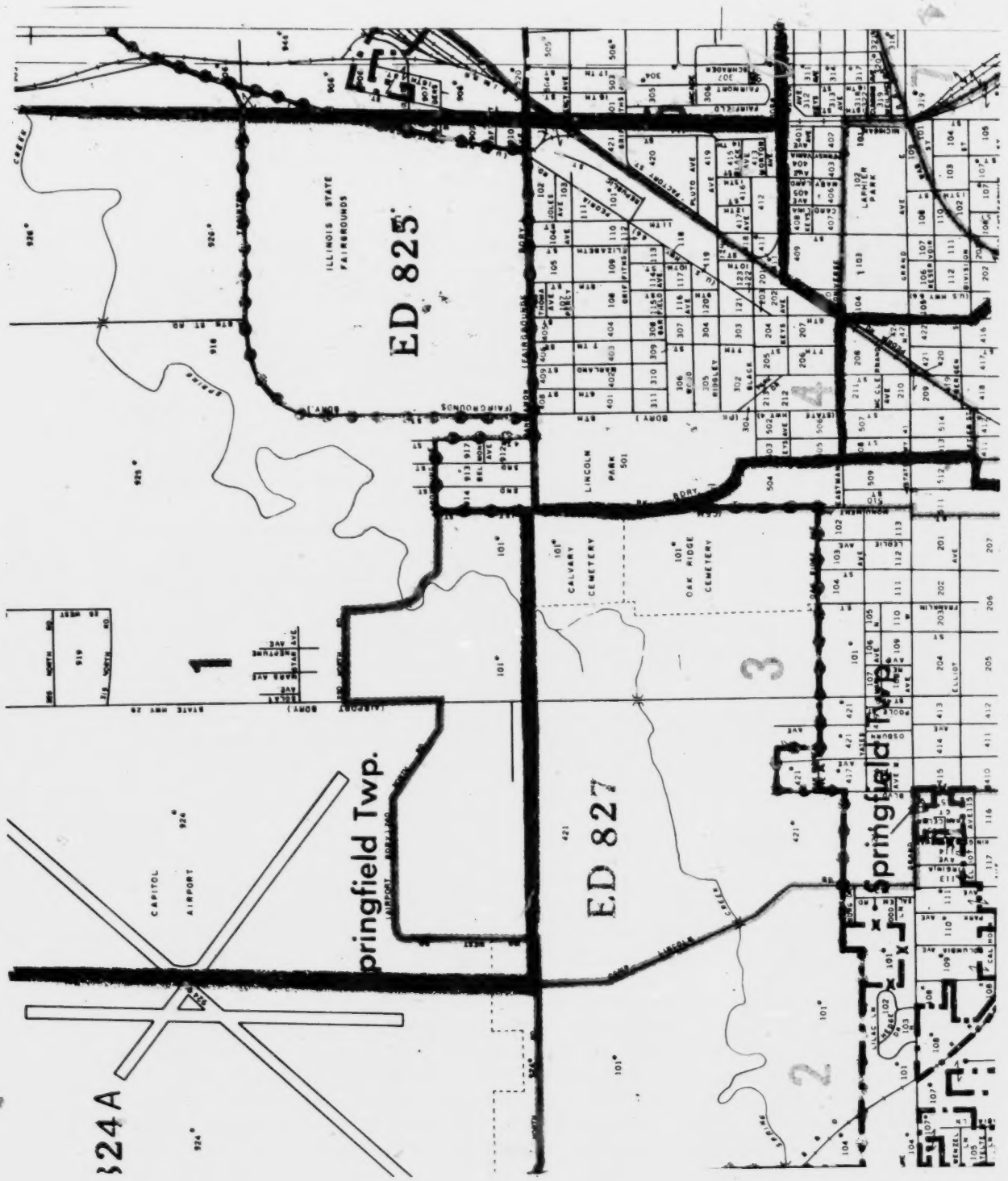
2. A more exact method, in cities where the census was conducted by mail, is to request an Address Coding Guide from the Census Bureau. Then, either by hand or by computer, match the AFDC family addresses (from the local welfare agency) with the Address Coding Guide information to determine the exact census block in which the AFDC children live. Determine the total number of AFDC children in a given school attendance area by adding up the total number of AFDC children whose blocks fall within the particular school attendance area. The Census Bureau metropolitan maps are useful to help determine which census blocks are within each school attendance area. See the sample map on pages 8 and 9 for an example of this use. The heavy black lines indicate school attendance areas.

Secondary Data Sources

The 1970 census data include statistics on the crowding conditions and value of housing in each area. These data, because they are available earlier than income data, may serve as a useful tool for eligible attendance area determination, as well as an introduction to the use of census data.

Generally, the highest incidence of health problems occurs in low-income areas. Therefore, infant mortality, venereal disease, use of free clinics, and other health data can all be used as additional sources for determining target areas. In using them, however, it is generally impossible to determine a "number of children" associated with these statistics, so attendance areas are ranked simply in order of decreasing incidence of the health factors. These rankings should then be merged with other rankings.

USE OF 1970 CENSUS METROPOLITAN MAP IN IDENTIFYING ATTENDANCE AREAS



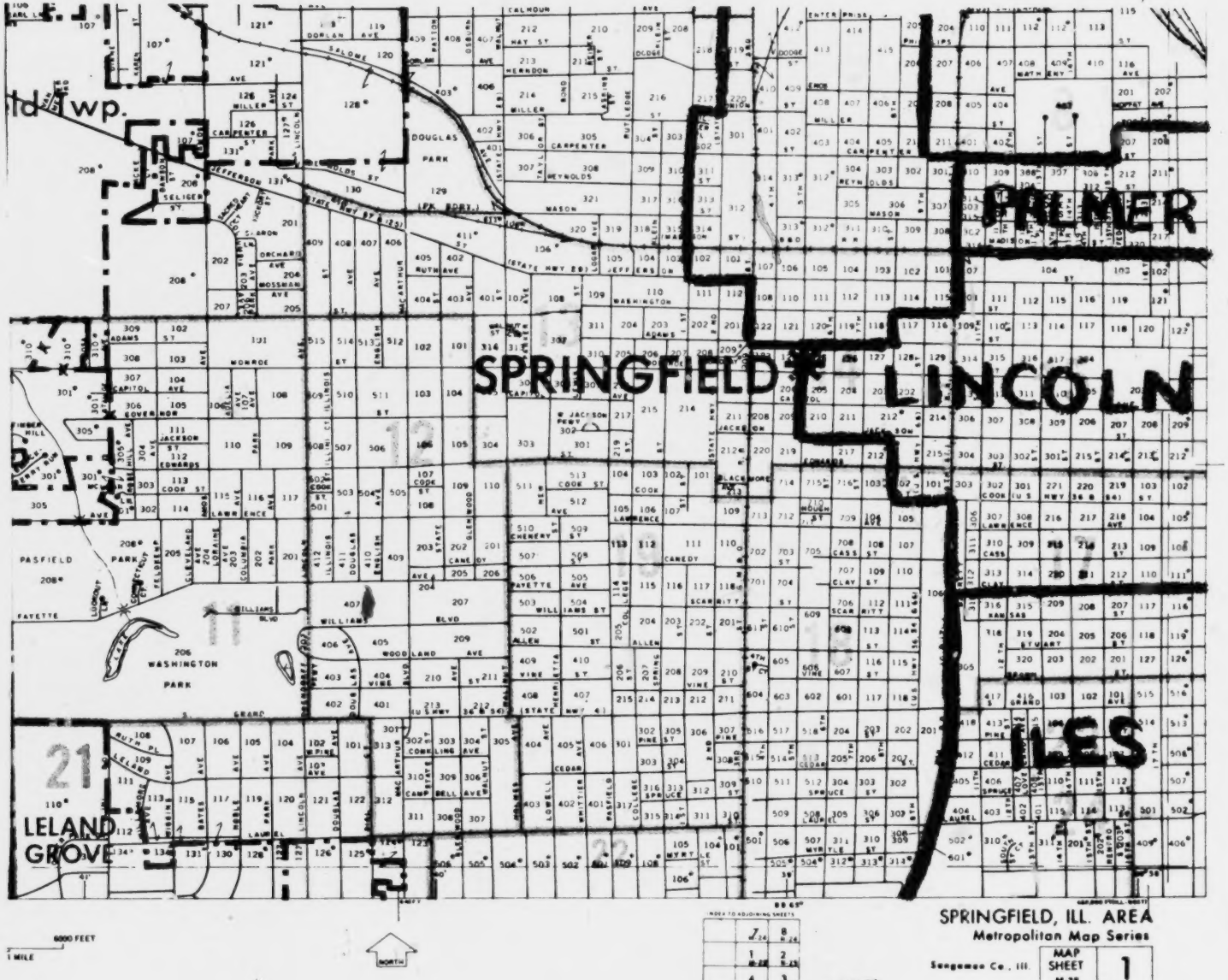

SPRINGFIELD
LINCOLN
PALMER
ILES
21
LELAND GROVE
PASFIELD PARK
WASHINGTON PARK
DOUGLAS PARK
SPRINGFIELD, ILL. AREA
Metropolitan Map Series
Sangamon Co., Ill.
MAP SHEET M-25
1
8-12-69
4-17-70
9-22-70

Table 2 Data Sources for Selecting Title I Target Areas

SOURCE	DATA ITEMS	ADVANTAGES & DISADVANTAGES
1. 1970 Census Data (Income Levels)	Counts of children Counts of low-income families	Advantage: Comprehensive sampling, generally accurate. (Best source) Disadvantage: Census geography not coincident with school attendance area geography.
2. Aid to Families With Dependent Children	Counts of children from low-income families	Disadvantages: Incomplete - misses poverty groups who choose not to use AFDC. Data not collected by attendance area.
3. Housing-Crowding Statistics	Counts of children living in overcrowded housing	Advantage: Early availability from 1970 Census. Disadvantages: Data not collected by attendance areas. : Not directly related to income.
4. Health Statistics	Relative intensity of health problems among geographic areas	Disadvantages: Data not collected by attendance areas. : Data not translatable into numbers of children.
5. Free Lunch Program	Counts of children from low-income families	Advantage: No geographic transformation necessary. Disadvantage: Based on a means test of the children.
6. Employment Statistics (1970 Census)	Relative concentrations of unemployment problems among geographic areas	Disadvantages: May not give a complete description of needs. : Data not collected by attendance areas. : Less effective than census income data. : Data not translatable into numbers of children.

Determination of free lunch eligibility generally requires a means test by local survey of each child in public and private schools. This survey provides information on income levels and number of children. If these data already exist, they can be used for determining eligible attendance areas.

Since employment statistics are available from the census at the same time income data becomes available, they will probably not be used in most cases, income data being more germane.

The local survey is a selection method in which each child is required to have his parents complete a questionnaire including data about family income. This method was omitted from the data source list because of three major deficiencies:

1. Accuracy: Answers to surveys often depend on the parent's perception of what is wanted. If a parent knows that putting down a low income will help his child get a better education, then he may be tempted to lower his response. On the other hand, some parents would be embarrassed to tell their income and would increase their stated income.

2. Completeness: It is often difficult to persuade parents to complete a personal questionnaire when they are not required to do so by law.

3. Privacy: In this time of heavy emphasis on individual rights, an income survey, especially when developed by schools, could be considered an invasion of privacy.

Another form of local survey is the teacher estimate process where each teacher is required to estimate the income levels of his students' families. This method is error prone and should be used only when other methods are completely inappropriate.

WEIGHTING DATA SOURCES AND RANKING ATTENDANCE AREAS

In this section, methods are presented for combining data sources through weighting and subsequently ranking attendance areas. These processes include Steps 4 through 6 in the selection process. Examples of the techniques are given in Appendix A.

Determining Weighting Factors, Combining Data Sources and Ranking Attendance Areas

Census income data alone can be used for the remaining calculations and no weighting is required. Also, if AFDC data is available and there are evidence that there are no non-AFDC low income concentrations in the district, the AFDC data alone may be used. However, it is recommended that a combination of data sources be used whenever AFDC data are the basis for selection of target areas to insure that no eligible children are overlooked.

To combine data sources, it is necessary to evaluate the relative importance of the sources and to give each a weight. For example, where an attendance area includes a low income Spanish-speaking group* that generally does not use AFDC, the following weights, as determined by your evaluation, might be applicable: AFDC 80%, Spanish-speaking 20%. Or, if the school attendance area also includes groups that are poor, do not use AFDC, and are not members of a measurable minority group, then the following weights might be used: AFDC 60%, Spanish-speaking 20%, housing-crowding 20%. The exact percentages chosen will depend heavily on local conditions, and no standard percentages should be set.

In combining different data sources, it is important to transform all sources to the same general units, for example, counts of children or counts of families. Since housing data are by housing unit, these units should be converted to numbers of children to combine that data with other counts of children. Thus, to combine AFDC, low income Spanish-speaking, and housing-crowding, the following data elements would exist for each attendance area:

1. Total number of children aged 5 - 17.
2. Total number of AFDC children aged 5 - 17.
3. Total number of children from low income Spanish-speaking families aged 5 - 17.
4. Total number of children from areas reflecting housing-crowding conditions.

*Ethnic data should only be used when an independent analysis has shown there is a very high correlation between the ethnic group and low income status. If 1970 census data are available, they are far superior to mixed AFDC and ethnic data.

To estimate the number of children from low-income families, multiply each count by its weight (e.g., AFDC by .60, low-income Spanish-speaking by .20, and housing-crowding by .20) and add the results.

Finally, rank the attendance areas in order of decreasing concentrations of students from low-income families as determined by the previous analysis. This includes a ranking both by percentage of children from low income families and by numbers of children from low income families. (See Appendix A.)

DETERMINATION OF ELIGIBLE ATTENDANCE AREAS AND SELECTION OF PROJECT AREAS

The final steps in determining where title I services are to be provided are:

7. Determining averages.

8. Determining eligible attendance areas.

9. Selection of project areas.

Determining Averages

To determine eligible attendance areas, you need two averages. The first is the average number of children from low-income families in each attendance area of the district. The second is the percentage of children from low-income families residing in the entire school district.

If a single data source is used, these averages are easily calculated. If data sources are combined, it will be necessary to calculate a combined total number of all children for the attendance area. This is done by weighting the totals from each of the sources. Then, the percentage of children from low-income families for the district is the sum of the numbers of children from low-income families in the several attendance areas, divided by the total number of children in the several attendance areas.

Determining Eligible Attendance Areas

Once the rankings have been made and the averages calculated, the eligible attendance areas are immediately discernible. For example, assume six attendance areas were ranked as follows:

Attendance Area	Percentage		Attendance Area	Numbers	
A	60%		B	50	
B	50%	avg.	C	45	
C	30%	20.3%	F	40	
D	20%		D	31	29.7 avg.
E	10%		A	12	
F	0%		E	0	

Then, by the percentage method, A, B, and C are eligible, and by the numbers method, B, C, F, and D are eligible.

This completes the determination of eligibility, and five of the six attendance areas have been determined to be eligible, though all will not be selected as project areas.

Selection of Project Areas

Project areas are selected from among eligible attendance areas on the basis of a needs assessment of the children. This needs assessment must be tailored to meet local situations. However, certain regulations are applicable.

The final selection of project areas is made according to the following section of the Code of Federal Regulations:

> "A school attendance area for either a public elementary school or a public secondary school may be designated as a project area if it has, on a percentage or numerical basis, a high concentration of children from low-income families. On a percentage basis such an area is one in which the percentage of children from low-income families is at least as high as the percentage of such children residing in the whole of the school district. In addition, upon request by the local educational agency, the State educational agency may approve the designation as project areas of attendance areas in which, on the basis of current data, 30 percent of the children are from low-income families. On a numerical basis such an area is one in which the estimated number of children from low-income families residing in that attendance area is at least as large as the average number of such children residing in each of the several attendance areas in the school district. If a combination of such methods is used, the number of project areas may not exceed the number of such areas that could be designated if only one such method had been used. Except upon specific request to and approval by the State educational agency, based on an assessment of particular educational needs, a local educational agency shall not designate an attendance area as a project area unless all attendance areas with a higher percentage or number of children (depending on the method used to determine the eligibility of the school attendance area) have been so designated. In no event, however, shall the State educational agency approve such a request without first determining that the services provided with State and local funds in any area with a higher percentage or number of children but not designated for a project are comparable to the services in other areas not designated for projects."

There are three rules for project area selection imbedded in this section:

1. An attendance area must have a higher number or percentage of children from low-income families than the district average. In specific cases, and with the approval of the State education agency, an area where 30 percent or more of the children are from such families may also be designated as a project area.

2. No more attendance areas can be selected as project areas than either the percentage ranking or the numbers' ranking alone would provide.

3. In most cases, no eligible attendance areas should be skipped in selecting project areas.

By rule 2, using the example on the preceding page, only four attendance areas could be selected (not five, even though there are five eligible ones).

Thus, your choices under this rule would be:

Percentage method alone	A, B, C
Numbers method alone	B, C, F, D
Combination (1)	A, B, C, F
(2)	A, B, C, D

However, by rule 3, the combination of A, B, C, and D is not acceptable, except by specific permission of the State education agency, because F would have been skipped.

Although these rules may seem arbitrary in this example, their use in the actual selection process will be extremely effective in ensuring the most equitable allocation of resources.

Sometimes it is necessary (as in the example just cited) to choose between using numbers of children from low-income families and percentages of children from low-income families in selecting project areas. No general rule is applicable here. If only one can be used, then it is up to the LEA to decide whether it is more important to help children from an attendance area with perhaps a smaller number of children but a higher percentage of children from low-income families. Generally, the LEA's use the percentage method, but this determination should be made by the LEA on the basis of a needs assessment.

Primary, Elementary, Intermediate, and Secondary Attendance Areas

Wherever an LEA has multiple schools serving specific grade levels, separate tabulations and ranking should be performed for the attendance areas of each set of schools. With this method, attendance areas in each grade level will be eligible for title I.

Exceptions

In a very few districts, there may be no wide variations in the concentration of children from low-income families. In such cases, if the variation is significantly less than the average variation for that State, an entire school district may be regarded as a single area of high concentration.

In school districts where most schools serve from kindergarten through 6th or 8th grades, but where a few schools have been separated into two sections (e.g., K-3 and 4-6), both sections should be considered as part of one school, and they should be eligible or not eligible as if they had been one school.

Private schools are not designated as eligible or participating institutions. It is children from private schools who are eligible for services paid for with title I money. Eligible private school children are those educationally deprived children who reside in the public school attendance areas designated as title I project areas. Care should be taken to include children enrolled in private schools in the computations to determine eligible attendance areas and project areas.

Children who reside in eligible attendance areas but by specific arrangement, because of desegregation, attend schools serving ineligible areas may be considered for participation in the title I program until the integration plan has been terminated. However, title I money must not be used to segregate these children.

If a district does not have identifiable attendance areas, project area selection must be based on the best possible estimate of numbers of children from low income families attending the schools. One method for collecting such information in small districts, where teachers know most of the students and their families, is to provide the teacher with a survey sheet to be filled out estimating the number of students whose family income falls below an arbitrarily chosen poverty line.

Reporting Form

The final project of the analysis for selection of target areas should be a table with the following elements:

1. School district -- Name, County, and State.
2. School year in which these attendance areas will be eligible.
3. Data sources and weights applied to each.
4. Local situations meriting special consideration.
5. The average percentage of children from low income families in the school district and the average number of children from low income families in the attendance areas of each set of schools (elementary, intermediate, and secondary).
6. A list of all attendance areas, ranked by percentage of children from low-income families and giving both the percentage and the number of children from low income families in the attendance area.

A form for recording this information is included on the following pages. The table can be a means of communicating the rationale of local decisions to the State title I coordinator.

Elementary schools: (rankings by percentage of children from low income families)

School Name Attendance Area (Desegregated by school)	Percentage of children from low-income families	Number of children from low-income families	Eligible Yes-No	Project Yes-No

Secondary schools:

Other schools:

Table 3.

Sample Form of Final Results
in Analysis of
Eligible and Participating Attendance Areas

State:

County:

School District:

Superintendant

Data Sources:

Weights (Total should be 100%)

1970 Census	_____
AFDC	_____
Housing Conditions	_____
Health	_____
Free Lunch Eligibility	_____
Employment	_____
Local Survey	_____
Other	_____
_____	_____
_____	_____
Special Conditions	_____

Average percentage of children from low-income families in district: _____

Average number of children from low-income families in elementary attendance areas: _____

Average number of children from low-income families in secondary attendance areas: _____

Average number of children from low-income families in the _____ attendance areas: _____

APPENDIX A

Sample Calculations and Selections

Assume census data are available giving the following data for the elementary school attendance areas in the district:

Attendance Area	Number of Children	Number of Children from Low-Income Families
A	100	10
B	50	25
C	70	0
D	100	30
E	60	40

The following table could be developed:

Attendance Area	Percentage of Children from Low-Income Families	Number of Children from Low-Income Families
A	10%	10
B	50%	25
C	0%	0
D	30%	30
E	67%	40

Then they could be reranked as follows:

E	67%	40
B	50%	25
D	30%	30
A	10%	10
C	0%	0

Then the average percentage and number of children from low-income families could be calculated as follows:

Example 1

Total number of children	= 100 + 50 + 70 + 100 + 60 = 380
Total number of children from low-income families	= 10 + 25 + 0 + 30 + 40 = 105
Average number of children from low-income families	= 105/5 = 21
Average percent of children from low-income families	= 105/380 = 27.6%

Thus, the top three attendance areas are eligible under either criterion. (40, 25, and 30 are all greater than 21 and 67%, 50%, and 30% are all greater than [illegible]%).

Example 2

Combination of sources. Suppose you had collected the following data:

Area	Total # Children	#AFDC Children	# Children - Living in Crowded Housing
A	100	5	50
B	500	50	75
C	100	20	25
D	100	25	25
E	100	75	80
F	100	10	30

The data for attendance areas A and F show substantial numbers of students not on AFDC who seem to need assistance by virture of housing-crowding data.

Thus, you may decide to weight housing-crowding 40% and AFDC 60%. If you did, your final data would look like this:

Attendance Area	# of Children	# Target Children	Percentage
A	100	23	23%
B	500	60	12%
C	100	23	23%
D	100	25	25%
E	100	77	77%
F	100	18	18%
	Total 1000	Total 229	

You will note that using housing-crowding data together with AFDC data brought attendance area A from 5% (AFDC data alone) to 23%.

Then reranking the attendance areas by percentages, you would get:

Area	% Children from Low-Income Families	# Children from Low-Income Families
E	77%	77
D	25%	25
A	23%	23
C	23%	23
F	18%	18
B	12%	60

The averages for the district:

Percentage of children from low-income families = 22.9%
Average number of children from low-income families = 229/6 = 38.2 children

Therefore, attendance areas E, D, A, and C are all eligible under the percentage criterion. However, attendance area B is eligible under the number criterion. If you choose to serve attendance area B, then you will be using a combination of the methods and no more than four attendance areas may be designated project areas. You must drop one attendance area from the eligible list from the percentage criterion; either A or C, which are equivalent. If, indeed, attendance areas A and C are equivalent, and you choose to serve attendance area B, then you should probably delete both A and C from the eligible list in order to be fair. Your final list would be E, D, and B.

APPENDIX B

1970 Metropolitan Map Series

Area	Number of Sheets
ALABAMA	
* Birmingham	21
Gadsden	8
Huntsville	13
* Mobile	11
Montgomery	4
Tuscaloosa	4
See also: Columbus, Ga.	
ARIZONA	
* Phoenix	33
Tucson	11
ARKANSAS	
Fort Smith	6
Little Rock-North Little Rock	12
Pine Bluff	4
See also: Texarkana, Tex. and Memphis, Tenn.	
CALIFORNIA	
* Anaheim-Santa Ana-Garden Grove	14
Bakersfield	6
Fresno	10
* Los Angeles-Long Beach (includes Pomona)	70
* Oxnard-Ventura	8
* Pomona: See Los Angeles-Long Beach	
* Sacramento	16
Salinas-Monterey	9
* San Bernardino-Riverside-Ontario	32
* San Diego	39
* San Francisco Bay Area (includes San Francisco-Oakland and Vallejo-Napa)	73
* San Jose	30

* Census - by - mail areas.

Area	Number of Sheets
CALIFORNIA (continued)	
Santa Barbara	3
* Stockton	6
* Vallejo-Napa: See San Francisco Bay Area	
COLORADO	
Colorado Springs	10
* Denver	25
Pueblo	4
CONNECTICUT	
* Bridgeport: See Southwestern Conn.	
* Hartford-New Britain	14
* Meriden: See Southwestern Conn.	
* New Britain: See Hartford-New Britain	
* New Haven: See Southwestern Conn.	
* New London-Groton-Norwich	11
* Norwalk: See Southwestern Conn	
* Southwestern Conn. (includes Bridgeport, Meriden, New Haven, Norwalk, Stamford, and Waterbury)	47
* Stamford: See Southwestern Conn.	
* Waterbury: See Southwestern Conn.	
See also: Springfield-Chicopee-Holyoke, Mass.	
DISTRICT OF COLUMBIA	
* Washington	31
DELAWARE	
* Wilmington	12
FLORIDA	
* Ft. Lauderdale-Hollywood	16
* Jacksonville	36
* Miami	19
* Orlando	17
* Pensacola	7
* Tallahassee	5
* Tampa-St. Petersburg	29

Area	Number of Sheets
FLORIDA (continued)	
* West Palm Beach	18
GEORGIA	
Albany	4
* Atlanta	28
Augusta	11
Columbus	8
Macon	7
Savannah	7
See also: Chattanooga, Tenn.	
HAWAII	
Honolulu	27
IDAHO	
Boise City	6
ILLINOIS	
* Aurora: See Chicago-Northwestern Indiana	
* Bloomington-Normal	6
* Champaign-Urbana	4
* Chicago-Northwestern Indiana (includes Chicago, Gary-Hammond-East Chicago, Aurora and Joliet)	92
* Decatur	8
* Joliet: See Chicago-Northwestern Indiana	
* Peoria	14
* Rockford	7
* Springfield	8
See also: Davenport-Rock Island-Moline, Iowa-Ill.; Dubuque, Iowa; and St. Louis, Mo.	
INDIANA	
* Anderson	6
Evansville	5
* Ft. Wayne	8
* Indianapolis	18

Area	Number of Sheets
INDIANA (continued)	
Lafayette-West Lafayette	4
* Muncie	4
* South Bend	12
* Terre Haute	6
See also: Chicago-Northwestern Indiana (Illinois) and Louisville, Ky.	
IOWA	
Cedar Rapids	6
* Davenport-Rock Island-Moline	9
Des Moines	12
Dubuque	2
Sioux City	7
Waterloo	6
See also: Omaha, Nebr.	
KANSAS	
* Topeka	5
* Wichita	10
See also: Kansas City, Mo. St. Joseph, Mo.	
KENTUCKY	
Lexington	4
* Louisville	16
See also: Huntington-Ashland, W. Va.-Ky.	
LOUISIANA	
Baton Rouge	9
Lafayette	4
Lake Charles	4
Monroe	6
* New Orleans	21
Shreveport	9
MAINE	
Lewiston-Auburn	8
Portland	9

Area	Number of Sheets
MARYLAND	
* Baltimore See also: Washington, D.C. and Wilmington, Del.	34
MASSACHUSETTS	
* Boston: See Eastern Massachusetts	
* Brockton: See Eastern Massachusetts	
* Eastern Massachusetts (includes Boston, Brockton, Lawrence-Haverhill and Lowell)	73
* Fall River: See Providence-Pawtucket-Fall River, R.I.-Mass.	
* Fitchburg-Leominster	7
* Lawrence-Haverhill: See Eastern Massachusetts	
* Lowell: See Eastern Massachusetts	
* New Bedford	11
* Pittsfield	4
* Springfield-Chicopee-Holyoke	22
* Worcester See also: Providence-Pawtucket-Fall River, R.I.-Mass.	22
MICHIGAN	
* Ann Arbor: See Detroit-Ann Arbor	
* Bay City: See Saginaw-Bay City	
* Detroit-Ann Arbor	55
* Flint	12
* Grand Rapids	12
* Jackson	6
* Kalamazoo	6
* Lansing	9
* Muskegon-Muskegon Heights	6
* Saginaw-Bay City See also: South Bend, Ind.; Toledo, Ohio	8
MINNESOTA	
Duluth-Superior	11
* Minneapolis-St. Paul See also: Fargo-Moorhead, N.D.-Minn.	30

Area	Number of Sheets
MISSISSIPPI	
Biloxi-Gulfport	7
Jackson	8
See also: Memphis, Tenn.	
MISSOURI	
* Kansas City	37
St. Joseph	5
* St. Louis	31
Springfield	6
MONTANA	
Billings	4
Great Falls	4
NEBRASKA	
Lincoln	5
* Omaha	10
See also: Sioux City, Iowa	
NEVADA	
Las Vegas	11
Reno	7
NEW HAMPSHIRE	
Manchester	7
See also: Eastern Massachusetts	
NEW JERSEY	
* Atlantic City	9
* Vineland-Millville-Bridgeton	9
See also: Philadelphia-Trenton, Pa.-N.J.; New York-Northeastern New Jersey; Wilmington, Del.; Allentown-Bethlehem-Easton, Pa.-N.J.	

Area	Number of Sheets
NEW MEXICO	
Albuquerque	9
NEW YORK	
* Albany-Schenectady-Troy	16
Binghamton	10
* Buffalo	19
* New York-Northeastern New Jersey	137
* Rochester	13
* Syracuse	9
* Utica-Rome	13
NORTH CAROLINA	
Asheville	6
* Charlotte	10
* Durham	7
Fayetteville	8
* Greensboro-High Point	15
* High Point: See Greensboro-High Point	
* Raleigh	10
Wilmington	6
* Winston-Salem	8
NORTH DAKOTA	
Fargo-Moorhead	4
OHIO	
* Akron: See Northeastern Ohio	
* Canton: See Northeastern Ohio	
* Cincinnati	25
* Cleveland: See Northeastern Ohio	
* Northeastern Ohio (includes Akron, Canton, Cleveland and Lorain-Elyria)	76
* Columbus	13
* Dayton	15
* Hamilton-Middletown	10
* Lima	7
* Lorain-Elyria: See Northeastern Ohio	
* Mansfield	5

Area	Number of Sheets
Ohio (continued)	
* Springfield	4
* Steubenville-Weirton: See Wheeling, W. Va.	
* Toledo	14
* Youngstown-Warren	12
See also: Huntington-Ashland, W. Va.-Ky.	
OKLAHOMA	
Lawton	4
* Oklahoma City	47
* Tulsa	17
See also: Fort Smith, Ark.	
OREGON	
* Eugene	7
* Portland	21
Salem	6
PENNSYLVANIA	
* Allentown-Bethlehem-Easton	17
* Altoona	3
Erie	4
* Harrisburg	10
* Johnstown	7
* Lancaster	9
* Philadelphia-Trenton	60
* Pittsburgh	74
* Reading	6
* Scranton-Wilkes-Barre	19
* Wilkes-Barre-Hazleton: See Scranton-Wilkes-Barre	
* York	7
RHODE ISLAND	
* Providence-Pawtucket-Fall River	36

Area	Number of Sheets
SOUTH CAROLINA	
Charleston	12
Columbia	11
Greenville	9
See also: Augusta, Ga.	
SOUTH DAKOTA	
Sioux Falls	4
See also: Sioux City, Iowa	
TENNESSEE	
Chattanooga	10
Knoxville	10
Memphis	16
Nashville	28
TEXAS	
Abilene	8
Amarillo	8
Austin	8
* Beaumont-Port Arthur	14
Brownsville	4
Corpus Christi	16
* Dallas-Fort Worth	60
El Paso	10
* Fort Worth: See Dallas - Fort Worth	
* Galveston-Texas City	15
Harlingen-San Benito	5
* Houston	67
Laredo	2
Lubbock	4
McAllen-Pharr-Edinburg	8
Midland	4
Odessa	7
San Angelo	4
* San Antonio	22
Sherman-Denison	8
Texarkana	4
Tyler	4
Waco	12
Wichita Falls	6

Area	Number of Sheets
UTAH	
* Ogden: See Salt Lake City	
Provo-Orem	6
* Salt Lake City (includes Ogden)	24
VIRGINIA	
Lynchburg	5
* Newport News-Hampton	11
* Norfolk-Portsmouth	31
* Richmond	17
Roanoke	7
See also: Washington, D.C.	
WASHINGTON	
* Seattle	21
Spokane	8
* Tacoma	13
See also: Portland, Oreg.	
WEST VIRGINIA	
Charleston	11
Huntington-Ashland	7
* Wheeling (includes Steubenville-Weirton, Ohio-W. Va.)	13
WISCONSIN	
* Green Bay	8
* Kenosha: See Southeastern Wisconsin	
* Madison	8
* Milwaukee: See Southeastern Wisconsin	
* Southeastern Wisconsin (includes Milwaukee-Kenosha and Racine)	36
* Racine: See Southeastern Wisconsin	
See also: Duluth-Superior, Minn.-Wis.	
PUERTO RICO	
Mayaguez	4
Ponce	4
San Juan	11

APPENDIX C

The Laws and Regulations

This manual is complementary to the laws and regulations that define the target area identification process. So that all applicable information is included in one place, the relevant portions of the Regulations relating to title I (e.g. Title 45, Part 116 of the Code of Federal Regulation), together with the relevant portions of title I Program Guide 44, are included herein.

Program Guide 44

1. THE SELECTION OF ATTENDANCE AREAS FOR TITLE I PROJECTS

   1.1. The attendance areas selected for title I projects are those areas which on the basis of the best available information have high concentrations of children from low income families. Authority: 20 USC 241e (a)(1)

   Section 105(a)(1) of title I requires that projects be designed to meet the needs of educationally deprived children living in school attendance areas with high concentrations of children from low-income families. By regulation, the attendance areas with high concentrations of children from low-income families are those areas where the concentration of such children is as high as or higher than the average concentration for the district as a whole.

   An "attendance area" for the purposes of title I is an area served by a public school. For each such attendance area data must be secured on: (a) the total number of children who according to their ages are eligible to attend the public school serving that area; and (b) the number of such children who are from low-income families.

   In making this determination it is not necessary for the LEA to use a particular income level, although a level of $2,000 or $3,000 would be appropriate, but the same level should be used for all attendance areas. In some cases income data are not available or are out-of-date and the number of children from low-income families will need to be estimated on the basis of the number of such children who are in families receiving Aid to Families with Dependent Children (AFDC), or who are receiving free lunches. Housing, health, or employment statistics may also be used in estimating the number of children from low income families in each attendance area. Whatever data are used must be used uniformly throughout an applicant's district.

Normally the attendance units should be ranked according to the percentage of children from low-income families. However, in districts with extremely large variation in the sizes of the populations of its attendance units, such units may be ranked according to the average number of children per attendance unit. If necessary for reasons of equity the attendance units determined to have high concentrations of children from low income families may include some areas ranked on one basis and some on the other. In such a case, however, the total number of attendance areas accepted as eligible areas for title I purposes should not exceed the number of such units that would have been eligible if only one basis, i.e., percentage or average number of children from low-income families, had been used.

Elementary and secondary school attendance areas in the same school district may be ranked separately on the basis of the percentage or numerical concentrations of children from low-income families among the children eligible to attend such schools.

In all cases the number of children considered eligible to attend a particular school consists of all children of the appropriate ages, including children attending private schools and children who have dropped out of school.

In some cases a whole school district or a group of contiguous school attendance areas may be regarded as a single area of high concentration of children from low-income families. This may be done, however, only if there are no wide variances in the concentrations of children from low-income families.

Some schools have no well-defined attendance area boundaries or receive numbers of children from outside the areas that have been designated for those schools. It may be necessary to base the ranking of the attendance areas for such schools on the percentage or number of children from low-income families actually enrolled in those schools while recognizing that other children, as explained below, will be included in the "target population" if the area is found to have a higher than average concentration of children from low-income families.

The purpose of the attendance area requirement is to identify the "target population" of children who are to be considered for participation in Title I activities on the basis of educational deficiency and need for special services. Thus, for schools without well-defined boundaries or where children have been transferring in or out on open enrollment or freedom-of-choice plans, the "target population" should include: (a) all of the children who are attending the particular public school which on the basis of enrollment has a high concentration of children from low income families; (b) children who have been attending that school; and (c) children who would be attending that school

if they were not attending a private school or another public school under a freedom-of-choice, open enrollment, or another plan designed to bring about desegregation.

Regulations, Title 45 Part 116

116.17 Project covered by an application.

(a) An application for a grant under Title I of the Act by a local educational agency (other than a State agency directly responsible for providing free public education for handicapped children or for children in institutions for neglected or delinquent children) shall set forth a project for educationlly deprived children residing in a project area composed of school attendance areas having high concentrations of children from low-income families or a project for serving children living in institutions for neglected or delinquent children, which project shall have been designed specifically to meet special educational needs of those educationally deprived children. The project itself shall be carried on at locations where the needs of those educationally deprived children for whom the project was designed can best be served and where, and in such a manner that, the project would not contribute to the cultural, economic, and ethnic, or linguistic isolation of the children to be served. It may involve the limited participation of educationally deprived children residing outside the project area if such a limited participation will not dilute the effectiveness of the project with respect to educationally deprived children residing in the project area.

(b) Each application for a grant under Title I of the Act by such a local educational agency, other than an application for a grant for planning, shall designate the project area or the institution or special school for which the project is designed. A project area may include one or more attendance areas having high concentrations of children from low income families, but the project area must be sufficiently restricted in size in relation to the nature of the project as to avoid jeopardizing its effectiveness in meeting the aims and objectives of the project. Each such application shall describe the special educational needs identified with educationally deprived children residing in the project area at which the project is directed. Each local educational agency shall design its projects in such a manner, and apply them to such school attendance areas having high concentrations of children from low income families, as will best meet the special educational needs of the educationally deprived children.

(c) A school attendance area for either a public elementary school or a public secondary school may be designated as a project area if the estimated percentage of children from low income families residing in that attendance area is as high as the percentage of such children residing in the whole of the school district, or if the estimated number of children from low income families residing in that attendance area is as large as the average number of such children residing in the several school attendance area in the school district. If a combination of such methods is used, the number of project areas may not exceed the number of such areas that could be designated if only one such method had been used. In no event may a school attendance area be designated as a project area unless all school attendance areas with a higher number or percentage of children from low-income families (depending on the method used to determine the eligibility of that school attendance area) have been so designated. In certain cases, the whole of a school district may be regarded as an area having a high concentration of such children and be approved as a project area, but only if there are no wide variances in the concentrations of such children among the several school attendance areas in the school district. Such a determination may be made only if the variation between the areas with highest and lowest concentrations of such children is significantly less than the average variation between such areas in the several school districts in the State.

(d) In the case of such a project undertaken jointly by two or more such local educational agencies, the project area with respect to each school district must be one that qualifies as a project area under paragraph (c) of this section. However, the whole of the project area must be considered in determining whether it is sufficiently restricted in size in relation to the nature of the project as to maintain its effectiveness in meeting the aims and objectives of the project.

(e) The project for which an application for a grant is made by a local educational agency should be designed to meet the special educational needs of those educationally deprived children who have the greatest need for assistance. However, none of the educationally deprived children who are in need of the special educational services to be provided shall be denied the opportunity to participate in the project on the ground that they are not children from low-income families or on the ground that they are not attending school at the time.

(f) Each project under Title I of the Act must be tailored to contribute particularly toward meeting one or more of the special educational needs of educationally deprived children in the area to be served. Instructional services provided under such project must be provided in a manner that will best meet those needs. In cases involving non-instructional auxiliary services intended to meet the special educational needs of educationally deprived children receiving instructional services under Title I or a similar program by counteracting specific causes of their educational deprivation arising out of conditions of poverty, participation in such auxiliary services is to be limited, except for screening to detect health deficiencies, to those particular educationally deprived children.

(g) The application by a local educational agency must contain a satisfactory assurance that funds under Title I of the Act will be so used as to supplement and, to the extent practical, increase the level of funds that would, in the absence of such funds under Title I of the Act, be made available from non-Federal sources for the education of pupils participating in programs and projects assisted under said Title I and, in no case, as to supplant such funds from non-Federal sources. For this purpose, funds from non-Federal sources include funds under Title I of Public Law 81-874, and shared revenue funds, for whose expenditure no accountability to the Federal Government is called for. The use of funds under Title I of the Act must not result in a decrease in the use for educationally deprived children residing in the project area of State or local funds which, in the absence of such funds under said Title I, would be made available for that project area. Neither the project area nor the educationally deprived children residing therein shall be penalized in the application of State and local funds because of the use of funds under said Title I for such children in an area. An applicant may use funds under said Title I to provide services previously provided with State and local funds only upon a determination by the State educational agency that (a) the total expenditures of State and local funds in the Title I areas and (b) the ratio of the expenditure of State and local funds in the Title I areas to the expenditure of such funds in all areas, will be maintained at levels that are at least equal to those that were maintained before the use of State and local funds for such services was discontinued. Similarly, the use of funds under said Title I for programs of education for migratory children of migratory agricultural workers must be limited to establishing such programs, or improving programs of that nature initiated with other funds. The supplanting of State and local funds that would otherwise be made available for such children with funds under said

Title I is deemed to constitute a penalization of such children with respect to State and local funds and not to be a use of funds under said Title I for establishing or improving educational programs for such children.

* U. S. GOVERNMENT PRINTING OFFICE : 1972 O - 466-789